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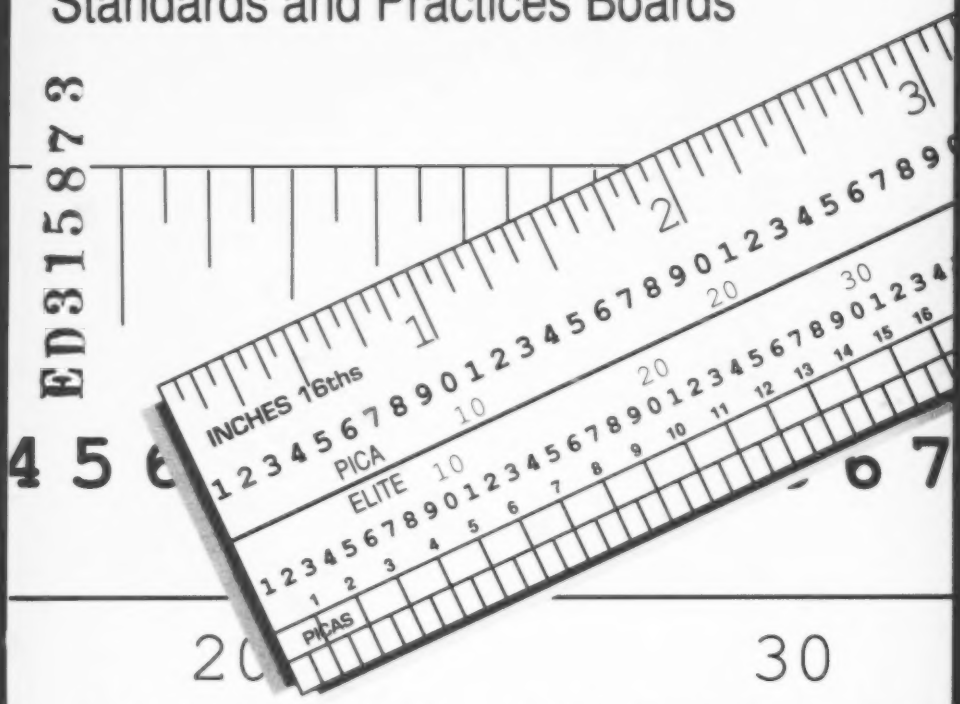
ABSTRACT

Four states--California, Minnesota, Oregon, and Nevada--have autonomous Professional Standards and Practices Boards (PSPBs) accountable only to the legislature of the state; 44 other states have PSPBs with advisory prerogatives relative to setting licensure/certification standards and/or policing the conduct of teachers. This report is the product of a task force appointed by the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities. The charge to the task force was to determine the impact of the boards on institutional curriculum autonomy, program development, and teacher licensure, and to formulate a policy position for the members of the Association. As a result of the study, the Association adopted a resolution supporting the concept of autonomous PSPBs with the following characteristics: (1) established by statute; (2) provided an independent staff and budget; (3) membership reflecting various professional components and the general public; (4) members charged to represent the profession and to base decisions on the welfare of children and youth and thus the society at large; and (5) required to provide public access to issues considered and actions contemplated. The report proper provides background information plus the detailed task force recommendations and recommended strategies. Appendixes describe the nature and composition of the boards of the four autonomous states. The Association supports the concept of national certification and will develop a plan for coordination among states of efforts to achieve legislation establishing autonomous PSPBs. (MLF)

Who Sets The Standards?

The Need for State Professional Standards and Practices Boards



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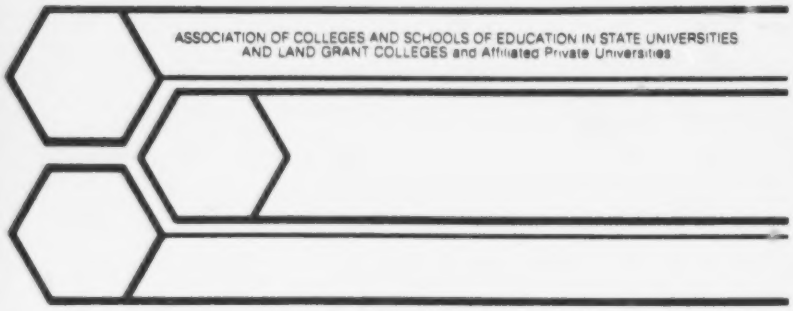
For additional information
on ACSESULGC/APU,
see page 35.

The Need for State Professional Standards and Practices Boards


ASSOCIATION OF COLLEGES AND SCHOOLS OF EDUCATION IN STATE UNIVERSITIES
AND LAND GRANT COLLEGES and Affiliated Private Universities

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Preface

As stated in its Constitution, "The purpose of the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities shall be the consideration of questions relating to the promotion of the preparation of educational personnel in all its phases in the Universities and Land-Grant Colleges of the several states of the Union and the discussion of such questions and formulation of such plans, policies and programs as may tend to make the member institutions of the Association more effective in their work." Membership is predominantly composed of colleges, schools and departments of education in universities holding membership in the National Association of State Universities and Land Grant Colleges. Additional affiliate members include a number of colleges, schools or departments of education in selected private universities. At our national meeting in October 1987 the Association began to discuss the appropriate position of colleges of education vis-a-vis state professional standards and practices boards. In February 1988 the Association appointed a formal task force composed of Dr. Dale Scannell, chair; Dr. Dale Andersen; and Dr. Hendrick Gideonese, to study the issue. At the Association's meeting in March 1989, the following resolution was passed based upon the analysis and recommendations of the task force:

1. The Association continues to support the concept of autonomous PSPBs with these characteristics:
   a. established by statute;
   b. provided an independent staff and budget;
   c. membership reflecting various professional components and the general public;
   d. members charged to represent the professional and to base decisions on the welfare of children and youth and thus the society at large;
   e. required to provide public access to issues considered and actions contemplated;
2. The Association supports the concept of national certification;
3. The Association will develop a plan for coordination among states of efforts to achieve legislation establishing autonomous PSPBs.

As President, on behalf of the Association, I wish to express our gratitude to the task force for their excellent work in leading the Association to the position taken.

Donald W. Robinson
President
ACSESULGC/APU

State Professional Standards and Practices Boards

With the educational reform movement has come renewed attention to the establishment of Professional Standards and Practices Boards (PSPBs) within the several states. At the national level a policy analysis paper has been commissioned by AACTE. There have been increased efforts on the part of professional associations and teacher unions toward establishing autonomous PSPBs and increased dialogue on the relative merits of state licensure and national certification of teachers. In the decade of the 1980s, over one thousand pieces of legislation affecting teachers have been developed and a substantial number have been implemented (Darling-Hammond, *1988*). While the notion of autonomous PSPBs accountable only to the legislature of the state is not new and has been promoted by the National Education Association since the 1960s, it is a concept that is coming in for renewed consideration. By the beginning of 1987 only three states—California, Minnesota and Oregon—had such boards. During 1987 a fourth state, Nevada, took the step of establishing, through legislation, a board of this type. However, 44 other states have PSPBs with advisory prerogatives relative to setting licensure/certification standards and/or policing the conduct of teachers.

In 1988 the ACSESULGC/APU formed a task force to study PSPBs, particularly those with authority independent of state boards or state departments of education. The task force was charged to determine the impact such boards have had on institutional curriculum autonomy, program development and teacher licensure and to recommend a policy position for its members. The Association adopted a resolution supporting, in principle, the concept of autonomous PSPBs, and the task force was asked to formulate recommendations to the Land Grant Deans of Education relative to acting on this principle.

During the summer of 1988, members of the task force gathered data and information relative to the characteristics of the four autonomous PSPBs. Through onsite visits, direct interviews, telephone interviews, correspondence and the analysis of pertinent documents, the investigation of the PSPBs was completed. Brief summaries on each of the four states are appended to this report along with a summary of key elements (see TABLE 1 in the appendices).

Characteristics of Existing Autonomous PSPBs

The PSPBs in Minnesota and Oregon are autonomous in all areas of authority whereas California's PSPB has completed its evolution in

that direction with the passage of the Bergeson Act (1988). Nevada, the newest of the four boards of this type, has autonomy only in relation to the establishment of professional standards, and even there some very limited veto power on its actions resides with the Nevada State Board of Education. In all cases practicing classroom teachers provide the largest proportion of members, although in no case is it a clear majority. K-12 administrators are represented on all boards as are institutions of higher education. The three older boards have representatives of local school boards and of the lay public. In all four cases the PSPB was established by legislative statute. The three older boards have an executive director selected by the board itself. Nevada's PSPB relies on the staff of the State Department of Education for the execution of its decisions. Only California and Oregon are staffed by an independent PSPB staff. Minnesota's PSPB relies on contracts with its State Department for several services and resources while in Nevada staffing is provided entirely by the State Department.

It is important that the definitions of certification and licensure be clearly differentiated. Borrowing from Jordan (*1988*) "certificate" is defined as a non-legal document issued by a private group indicating that a person possesses certain competencies. The certificate thus is held to be largely a status symbol denoting a high level of competency in teaching and related skills. On the other hand a license is "a legal document indicating a person possesses a threshold level of prerequisite skills or competencies, typically issued by a state level public agency and entitles the holder to engage in certain practices in the state." The license represents a sanction to secure employment denoting that specified standards of competency have been attained and that standards of conduct in the occupation will be maintained.

Task Force Recommendations

In order to complete its charge adequately, the ACSESULGC/APU task force determined that it would be necessary to specify some beginning assumptions prerequisite to any analysis of the advantages and disadvantages of different aspects of autonomous PSPBs.

The first of these was an understanding and recognition of the basis for the progress of teaching's quest toward professionalization. That basis lies in two sources. One is the existence of extensive specialized knowledge which is now available to sustain and improve practice. That knowledge derives from research and experimentation, from intensive scholarship, and from the accumulated wisdom of practice. The recognition of its availability and merit is to be found in the standards of

NCATE, in volumes like *The Handbook of Research on Teaching* and *Knowledge Base for the Beginning Teacher*, in the decision to reformulate the National Teachers Examination, and in the formation of the National Board for Professional Teaching Standards. The second basis is the understanding that teaching, like other professions, is governed by its own unique core set of values. Those values define and express a mission of service to the needs of a self-governing free society. Teachers need to model in their own behavior those values and, as a consequence, the underpinning assumptions about the individual dignity of those we serve. Finally, because, unlike many other professions, the goals of teachers can only be achieved, ultimately, by our clients, not ourselves, our sense of professionalism must never be a retreat into mystery. We must never distance ourselves from those we serve. Professionalism cannot be allowed to produce either a retreat from those we seek to serve or be subverted into a protection of privilege, incompetence, or immorality. We are reminded, therefore, of AACTE's Bicentennial Commission's injunction that teaching must "enlarge the meaning of professionalism so that it becomes more democratic, client-nurturing, and political than that which presently characterizes the established professions." (Howsam *et al*, 1976, p. 133)

Given our understanding of professionalization defined in this two-faceted way, the task force takes the position that the professionalization of teaching is in the best interest of the total society. The question of whether teaching currently meets commonly acceptable criteria as a profession is still at issue. Good (1973) defines a profession as:

> An occupation involving relatively long and specialized preparation on the level of higher education and governed by its own code of ethics. (page 440)

Criteria for a profession are also enunciated by the National Labor Relations Act and by AACTE (Howsam, *et al*, 1976). Whether or not teaching has attained professional status is not as important as the fact that there is common agreement among most educators that it is worthy of aspiration and capable of achievement; the prerogative of establishing standards of licensure and professional practice by the members of the occupation itself, however, is essential to the attainment of professionalization as we understand it.

Relative to other professions, however, education cannot ignore that its primary responsibility is performed in the context of the principle of compulsory education. If an adequate standard of care must be provided, it is mandatory that teachers and other educational personnel possess the knowledge and skills related to this charge. The public welfare of children as well as the protection of child and parental rights

must be expressed in the standards for licensing teachers. If licensing standards are to be reflective of the requirements for admission to a profession, then identification of these skills and competencies and the control of access to the profession must be included and held as uppermost by the members of the occupation. If this is done then it is proper and appropriate that such control be in the hands of members of the occupation itself. At the present time the very real efforts to regulate entry into the occupation of teaching have more often come from legislatures, universities and state education agencies than they have from a consensual view of the teaching occupation itself.

Nothing that developed in the task force's studies and deliberations weakened the key premise underlining ACSESULGC/APU's adoption of the principle of autonomous PSPBs; it will be necessary to shift control over licensure and the policing of the occupation away from public bodies to permit educators to assume responsibility for determining entry level standards, policing their peers and enforcing a code of professional standards if the occupation is to become a profession.

Within the context and perspectives given above, the task force proceeded to identify several recommendations relative to the charge it had been given. Its most important general recommendation was that the Land Grant Deans of Education continue to support the movement toward establishing teaching as a profession dedicated to the creation of an informed and enlightened citizenry. In this regard the emergence of PSPBs for teacher standards and practices within states should be recognized as a necessary step toward this professionalization of teaching. Perhaps the two most important elements in this movement currently are the identification and presentation of a knowledge base undergirding the pedagogical behaviors of teachers and the assumption of control of standards and practices by the occupation itself. Therefore, the Land Grant Deans of Education are urged continue to support and promote the establishment of autonomous, independent PSPBs.

Within the context of continued support for autonomous PSPBs, the task force recommends support for specific characteristics of the Boards. First, it is held to be important that PSPBs be given statutory authority so that they cannot be dismissed for capricious and arbitrary reasons. The task force advocates that such statutory authority should extend to both the right to put in place threshold standards for entry to the profession and the authority to enforce appropriate codes of ethics and standards of conduct of its members with a primary purpose being the welfare and education of children and youth.

Second, the task force asserts that in order to carry out its impor-

tant mission, each PSPB should be provided with an independent staff and budget. It is, of course, important that the staff be held accountable for its actions and expenditures as is true of any state regulatory board.

Third, the task force takes the position that each PSPB should reflect in its membership the various components of the field it is to control. It accepts the principle that differences in the circumstances of individual states will lead to variations in the specifics of the membership/composition configurations. On the other hand, the creation of a PSPB is, in effect, the structural definition of the profession being governed. It is doubtful that in its basic outlines the education profession will differ greatly from state to state.

Organizational and Procedural Recommendations

The task force recommends a set of organization and procedural principles to the membership as guidelines for initiatives and counsel to be offered in the policy deliberations with their states:

1. Each PSPB should be large enough to encompass a healthy array of education professionals plus some public members. A majority of the board's membership should be teachers (since they are the overwhelmingly largest component of the profession), approximately a quarter of the membership should be teacher educators (the arm of the profession most directly affected by the licensure standards defined by the Board), and the state department of education should be represented either by a voting or *ex officio* member.
2. The enabling legislation should make it clear that, whatever the source of the nomination or the category filled by any individual PSPB member, the charge to each should be representing the interests of the larger profession.
3. Presuming public and professional interest in efficient PSPB operations, there is no way that all education professional roles or all domains of relevant scholarship and expertise can be represented on each PSPB; each Board would be far too large to function effectively. But the root justification for professional autonomy in determining standards of entry and practice lies in the specialized knowledge and expertise held in common by the members of that profession. Since all the domains of pertinent knowledge and expertise cannot be represented directly on the Boards, the requirements in law for PSPB procedures for standards development should make clear expectations for public access, timely notification, and responsiveness to public and professional input, even

where such input is not accepted. Processes for standards development, therefore, should be based on reasonable schedules that are followed, should assure that ample notification is given and that both written and oral testimony can be received, that published tentative draft standards be accompanied by rationale and argument which includes attention to provisions and recommendations not accepted for inclusion, and that adequate time be given to assure opportunity both for external comment and PSPB deliberation on that comment before formal adoption. Distribution of notifications, drafts, and adopted standards should be standardized to include all professional education organizations and agencies, teacher education institutions, and any individuals requesting same.

Recommended Strategies

Representing such views in the policy deliberations of the profession and the legislature will be ineffective if careful groundwork is not laid. PSPBs do not create a profession; they are created by the profession. The collegium must be created and realized before public bodies can be expected to act constructively. And one of the dangers for teacher education institutions is that the profession may come to be defined for purposes of creating PSPBs in ways which are problematic for those of us responsible for preparing educators for licensure.

Teacher education, therefore, must undertake far more vigorously than it has in the past the establishment and maintenance of close ties to all other elements of the organized profession. Good intentions need to be expressed in organizational and structural relations that assure these kinds of contacts take place regularly, predictably, and to mutual benefit. If such arrangements do not exist at present, a considerable period of ad hoc consultation and contact will have to be undertaken before it can be formalized. Even then, continuance of the relationships thus defined will take diligence and initiative.

For those not already doing so, a first step could be to place leaders in the education profession organizations on mailing lists for college newsletters and request to be put on organization mailing lists. Biannual visits to organizations for discussions on matters of mutual interest, the creation of state-level forums of educational leaders, exchange of invitations to speak and/or attend organization meetings, and other similar initiatives are all part of this effort. Experience in some states suggests that before arrangements of this kind can be regularized it may be necessary to invest in a series of relatively unstructured conversations with representatives of other elements of the profession. To

start out, those conversations might very well have to be conducted with organizations individually before sufficient trust and understanding can be developed to permit more extended groupings. This is not just because of sometimes longstanding tensions that exist between teacher educators and other groups of the organized profession, but because tensions also may exist within organizations and almost surely between and among other parts of the profession, too.

Individual deans who take initiative to establish collaborative relationships should expect and be prepared for opposition. Elements of the profession and, indeed, teacher education are not all agreed on the desirability of moving in this direction. Some of that opposition is quite principled, for example, that which believes that the public nature of the education profession and its responsibilities means that public authorities should continue to maintain control. Some opposition arises, however, because of negative perceptions of one element of the profession by others, or because of views that one element or another is seeking to establish hegemony over the others.

Establishing and building the links within the profession in the fashion suggested above will, sooner or later, yield the coalitions and mutual understanding that will diminish conflict within the profession. As for opposition by public authorities, who, after all, are threatened with the loss of authority that has long been theirs, the arguments are in part rationale and in part political. Politically, a united profession is difficult to disregard, especially in the present context of the demand for higher standards and the ability to demonstrate, prospectively, how the PSPB would accomplish that end. On the rationale side, educators in each state should illustrate the extent to which other professions and semi-professions already enjoy prerogatives relative to licensure standards and enforcement of the standards of practice that we educators now seek.

It is also the contention of the task force that Land Grant Deans of Education should support national certification as distinct from state licensure but as another important ingredient in the movement toward professionalization of the occupation in the sense we have advocated it here.

It is important that the teacher preparation component of the profession should exert every effort to articulate clearly and gain recognition for its unique role within the profession. This role of research, development and experimentation, as well as the initial preparation of novices for key roles in the occupation must be recognized, by all other groups in the profession, as both essential and as the dominion of IHEs. Furthermore, teacher education must clearly establish its rightful

place in institutions of higher education as a component of the broader profession of education and as the coordinating unit for the profession on campus.

The task force offers a few specific suggestions for strategies and tactics by which the recommendations of the committee are to be realized. Teacher education should establish and maintain ties to all other elements of the organized profession which are crucial to research, experimentation and training functions. Collaboration and a cooperation with the public schools, state departments of education and R & D support vehicles are vital. (A focus for collaboration might well be the establishment of demonstration schools such as those suggested in the Carnegie Forum Report.) It is extremely important that Land Grant Deans of Education establish and maintain communication with leaders in the teachers' organization as well as the traditional educational leaders to whom they have related. More and more in the future Deans of Education must expect to interact with Chief State School Officers, teacher organization officers, PTA leaders, legislators and their staffers, leaders at the building site level as well as the more traditional publics. Collaborative R & D efforts with these new publics also must be taken to all levels including the building site level.

Within the university, teacher educators must work to establish colleges or schools of education that are professional schools equivalent to other professional schools such as medicine, law and business. Deans must be proactive and become involved in developing plans for and serving on PSPBs. They must become involved in drafting necessary legislation to establish or modify PSPBs along the lines suggested in the recommendations of the task force. While there is some wisdom to the maintenance of differentiation between licensure and degrees, there must be both checks and balances and cooperation among and between the state board of education, the state department of education, the higher education board, PSPBs, teacher unions, local district administrators, boards of trustees and R & D operatives. The motives of these groups, if grounded in the welfare and protection of children and youth and service to society, will ultimately converge.

The concept of consortia for professionalism which involves local school districts, professional associations, institutions of higher education and state departments with oversight by PSPBs should be cultivated. A scenario not unlike that envisioned by Oregon educational leaders whereby the most appropriate component of the educational profession assumes primary, though not total, responsibility for the lifelong professional development of teachers is important. Initially at the novice level, institutions of higher education should be the primary

actor. After initial preparation is completed, the responsibility is shared with local school districts, professional associations and state departments. As the teacher progresses to higher levels of competence such as outlined in the Carnegie Forum Plan, the involvement of colleagues, teachers unions, building teams, administrators and colleges of education becomes balanced.

The professional premise underlying support of the PSPB concept would appear to have extensive implications for our governance, administration, and degree offerings. Examples include the active use of professional advisory bodies, the vigorous pursuit of follow-up studies of recent graduates, and definition of degree programs, e.g. the long-standing issue about the differential purposes and meanings associated with the Ed.D. and Ph.D. degrees and the orientations of education faculty (see, Clifford and Guthrie [*Ed School*, 1988] and Judge [*American Graduate Schools of Education*, 1982]). In other words, what we seek to achieve for the profession as a whole appears to have powerful implications for the way we define ourselves and carry out our day-to-day responsibilities.

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Submitted by the Task Force
March 1989
Dale G. Andersen
Henrik D. Gideonse
Dale P. Scannell, Chair

Action by ACSESULGC/APU

At its spring business meeting, held on March 2, 1989, in Anaheim, California, the Association received the report of the task force and by unanimous vote adopted the following resolution:

RESOLUTION ON PROFESSIONAL STANDARDS AND PRACTICES BOARD

Association of Colleges and Schools of Education
in State Universities and Land Grant Colleges
and Affiliated Private Universities

March 1989

Motion: The Association accepts the report of the Task Force on PSPBs and endorses the following Task Force recommendations:

1 The Association continues to support the concept of autonomous PSPBs with these characteristics:
   a. established by statute;
   b. provided an independent staff and budget;
   c. membership reflecting various professional components and the general public;
   d. members charged to represent the profession and to base decisions on the welfare of children and youth and thus the society at large;
   e. required to provide public access to issues considered and actions contemplated;
2. The Association supports the concept of national certification;
3. The Association will develop a plan for coordination among states of efforts to achieve legislation establishing autonomous PSPBs.

APPENDICES

Table 1
Characteristics of "Autonomous" PSPBs

	California	Minn.	Oregon	Nevada
1. Authority				
Licensure rules	aut	aut	aut	aut*
Program approval standards	aut/adv com	aut	aut	adv
Ethics/Professional Conduct	aut	aut	aut	adv
Continuing/Relicensure rules	aut	aut	aut	aut*

*limited veto power by the State Board of Education

2. Membership				
Teachers	6	6	8	4
Administrators	1	1	4	2
SDE	1	0	0	0
Other certification personnel	1	1	0	1
IHE (teacher education)	1	1	1	1
IHE (other)	4*	0	1	0
Lay public	5**	6**	3**	1***
	15 + 4	15	17	9

* ex officio
** includes specified no. of local school board members
*** must be a member of the State Board of Education

3. Initiative for estab.	complex	teachers	SDE	teachers
4. Effective date	1970	1980	1973	1987
5. Authority basis	statute	statute	statute	statute
6. Staff	own	SDE by contract	own	SDE (acct. to std bd)
7. Appoints Exec. Dir.	Board	Board	Board	N/A

THE CALIFORNIA COMMISSION ON TEACHER CREDENTIALING

Background

The current situation has its roots in two landmark pieces of California legislation reaching back to the late fifties. The competitive challenge of the 1957 flight of Sputnik coalesced with strong public doubts about the quality of schools (and, more particularly, teacher preparation) to create a climate for the Fisher Act of 1961. The Fisher Act assumed that effective teacher education needed only to combine a good grasp of academic content with a desire to teach. Fisher, a bitter enemy of "educationists," was able to orchestrate the uprising against "progressive education's ravages" on the schools and the competitive fears aroused by Sputnik into the passage of an act with the following provisions relevant to the history of the development of the current Commission arrangement:

a) Creation of an ill-conceived (but at the time apparently irresistible) distinction between "academic" and "non-academic" (read "education and education-related") subjects
b) Simplification of credentials from many to just 5
c) Prohibition of education majors, for either elementary or secondary candidates

The seeds of its own failure were planted within the Fisher Act provision. The "simplification" of the credential structure was too severe; in no time vested interests for specialization pressed for and succeeded in getting a proliferation of credentials that soon reached over 300. Great confusion was created for applicants, credential evaluators (the old standard of 30-day action on a credential request ballooned to seven months), and school districts (who were at a loss to know who was competent to teach what or who could legally teach whom). The "academic/non-academic" distinction proved unrelated to the realities of teaching in the schools. Furthermore, it was ever more apparent that individual institutional requirements for teacher education were inadequate and proliferating even more. These seeds together with (a) an emerging anti-Rafferty groundswell, (b) fears of a forthcoming teacher shortage (five-year teacher education programs were perceived to inhibit recruitment of teachers), and (c) the concern of cost-conscious school districts (teachers with lesser amounts of advanced education were cheaper) were orchestrated by one (very ambitious) Leo Ryan. The 1970 Ryan Act was the ultimate result. Despite the anti-Rafferty element, however, remember that Ryan, too, believed in the value of subject matter majors and despised education courses. The Ryan Act of

1970 established the Teacher Credentialing Commission taking away functions formerly assigned to the California Department of Education. Its original membership had a majority of professional members. By requiring that student teaching should be half of the total program, the law established a nine credit hour cap on the amount of education work that could be required before student teaching (12 credit hours if a reading course were included), required a fifth year of work for the full (clear) credential, limited the amount of education work that could be done over the five years for earning a clear credential to one fifth of the total (or one year's work), and established an examination system for assuring competence in subject matter (an examination, however, which could be waived if the program taken by the student had been reviewed and approved by the proper authority, that is, the Commission on Teacher Credentialing). The policy actions of the Commission were subject to veto action by the State Board of Education. (The Bergeson Act [SB 148], signed by the governor on September 22, 1988, removes this oversight function from the State Board.) The idea for an independent commission was not a bolt out of the blue. The California Teacher Association (CTA) had been seeking such a change since the late fifties and actually once, had come within a gubernatorial veto of achieving their aim. Despite the anti-educationist tenor of the Ryan initiative, the CTA did not oppose the measure, seeing the Commission as better than a half of the load they had been seeking. In between then and now Governor Jerry Brown left a legacy in the form of an increase in the public membership on the Commission shifting the voting majority away from the profession and to the lay public.

Composition of the Commission

At the time of my visit in August 1988, the Commission was a seventeen-member body (twenty-two counting the ex officio members) appointed by the Governor but confirmed by the California Senate. The membership included:

Three university faculty members
Three public school teachers
One person holding a services credential other than administration
One school administrator
Seven public members
Two school board members
Ex officio (non-voting) representatives of:
Association of Independent Colleges and Universities
California Post-Secondary Education Commission

Regents of the University of California
Trustees of the California State Universities
Superintendent of Public Instruction

The Commission meets eleven times a year. It is supported by the credentials and examinations fees that it charges (expenditures FY 1987-88 estimated at $8,247,000), and currently has a fund balance (above estimated expenditures) of nearly $2,000,000. The Commission has four prime responsibilities:

Credential evaluation (approximately 95,000 a year)
Program evaluation (both professional preparation and subject matter major)
Examinations (California Basic Education Skills Test [CBEST] as a screen for teaching candidates and various National Teacher Examination and other tests)
Committee of Credentials (investigations of unfitness or incompetence—1985-86 cases in progress, 1278; new cases opened, 1611; cases closed or other action, 2140; disciplinary actions imposed, 307)

The Commission engages in other activities as well. A newsletter is published, and a variety of public policy and professional development activities are undertaken (for example, in 1985-86 the following topics were treated in one fashion or another: character evaluation; proposed rules for professional conduct; teacher recruitment; supply and demand; year-round schools, the teaching profession; instructional technology; the legislative agenda; national teacher assessment; the Carnegie and Holmes Reports; and peer evaluation of teachers.)

Recent Developments

There have been several developments of note. For two years, the State Board of Education found itself in the position of holding up three or four sets of regulations proposed by the Commission. This had a freezing effect and, apparently, has been seen by a number of stakeholders as disruptive.

A relatively new Executive Secretary has vigorously pursued a collaborative agenda with the many constituents of the Commission. This has, in the past several years, engendered the development of an increasingly strong coalition of support for Commission action and proposals on the legislative side.

A third factor is that the current Commission chair has very strong ties to the legislature *and* has access to the Governor.

A fourth factor is that the adoption and vigorous use of the CBEST test of teaching candidates (on admission or as a pre-condition for student teaching) has effectively removed a previously existing point of vulnerability for the overall teacher education enterprise in California.

Two signs of the improved climate for the Commission and for im-

portant changes in its mode of operation can be seen. One has been the willingness of the Governor to line-item funds in his appropriations budget for important developmental work associated with new initiatives in teacher evaluation and professional development support for beginning teachers. The second has been the development of legislative proposals by Senator Marion Bergeson introducing fundamental changes in the structure of the Commission and its relationship to the State Board of Education. The now-signed Bergeson Act does the following:

a) Reduces the size of the Commission by two, giving professional educators a majority of the voting members, and also giving the Superintendent of Public Instruction a vote. The new configuration compares to the old as follows:

Composition	Old	New
University faculty members	3	1
Public school teachers	3	6
Person holding a services credential other than administration	1	1
Public members	7	4
School board members	2	1
Ex officio (non-voting) representatives of:		
Association of Independent Col. and Univ.	Yes	Yes
California Post-Secondary Ed. Commission	Yes	Yes
Regents of the Univ. of California	Yes	Yes
Trustees of the Cal. State Universities	Yes	Yes
Superintendent of Public Instruction	Becomes a full voting member	
17 plus 5 ex officio	15 plus 4 ex officio	

b) Removes the right of the State Board of Education to veto policies of the Commission.

c) Signifies the "intent" of the legislature to move toward planned advances in teacher evaluation and professional development of beginning teachers.

The preceding addressed structural or fundamental policy developments. In addition, the Commission is currently entertaining some major developmental thrusts of note.

One of these has to do with evaluation and assessment of candidates for teaching. First, a little background. Teaching candidates must pass an examination or must go through an approved program. In the past, approximately 15 percent of those seeking the multiple subject (elementary) credential took the test. The current figure has become 44 percent. The Commission has become interested in the change and its meaning. Its meaning is that an increasingly larger proportion of people pursuing the multiple subject credential are not going through a deliberate program of studies. In the minds of those on the Commis-

sion staff responsible for policy and assessment, this raises the question of the adequacy of the fit between preparation program, the nature of the elementary teaching job, and the examination the students are asked to take. To address these concerns, important work has been done by the Commission to convene teacher education faculty and practitioners and to draw up specifications for a new examination for assessment of elementary education subject matter mastery, but Commission staff are also aware of the implications for (institutional) program design and evaluation of same (see below).

A second assessment task that has been begun is the consideration of different approaches to the development of a performance-based evaluation system that can be applied to the first year or years of teaching. The Commission has $800,000 for initial investment in instrument development. The objective is to develop an assessment instrument that can be used in connection with the process of evaluation for a permanent credential.

Finally, the Commission has just let $1.7 million in contracts associated with development of approaches to mentoring initial teachers during their induction into learning.

In both the assessment thrusts and in the mentoring project Commission staff display sensitivity to the relationship between their activity and the evolving work of the National Board for Professional Teaching Standards and to the range of issues and puzzles associated with the important differences between initial entry, novice status, professional competence, and high expertise, especially in relations to the developmental trajectory that individuals move through as they advance from one stage to another.

A fourth program thrust for the Commission is working on the scope and techniques of their program evaluation activities. On scope, while the Commission has long had the authority to look at subject matter as well, efforts have been concentrated on the more explicitly professional portions of the overall preparation responsibility. In other words, the commission is addressing expansion of their activity to cover the full range of its responsibility.

On technique, the Commission has been concerned, especially with the change in thrust which has come as they move from technical guidelines to 32 broader standards that professional judgment will be required on the part of the evaluators to a much greater extent than heretofore and, as a consequence, a rather different kind of preparation will be required for performance of their roles. The Commission staff are also aware that they will need to address matters that focus, perhaps, more on the *units* that house programs as contrasted to the

programs themselves, in part because of the relative infrequency of program visits (i.e., the desire to have greater assurance that the "photographs" taken at the time of an evaluation visit give promise of maintenance or needed mid-course correction over time)and in part because of concerns over the extent to which concentration on individual programs contributes to the balkanization of the profession.

A last programmatic thrust is the current pursuit of a collaborative, partnership arrangement with N.C.A.T.E. This effort will almost certainly redouble the Commission's attention to the program/unit distinction noted in the paragraph above.

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MINNESOTA BOARD OF TEACHING

Background

The Minnesota Board of Teaching was created by statute by the Minnesota State Legislature in 1973. Initially the board was autonomous except that the rules proposed by the board required affirmation by the Minnesota Board of Education. Complete autonomy was granted to the board by legislative action in 1980.

The initiative for the creation of an autonomous board came from the organized teachers who worked directly with legislators to propose the legislation.

In Minnesota the primary purpose of licensing boards "is to assure the health, safety and well-being (welfare) of the citizens of the state, especially the clients served by the profession licensed, by established assurances of initial and continuing occupational ability." Within this general framework, the board has authority to:

a) create and revise licensure rules;
b) create and revise rules and policies for program approval;
c) revise the Code of Ethics for Teachers and provide enforcement;
d) create and revise rules for continuing education and relicensure; and
e) work with the Division of Vocation-Technical Education to develop mutually agreeable licensure rules and process.

Composition of the Board

The membership of the board includes:

Three elementary school teachers
Three secondary teachers
One other teacher such as librarian or psychologist
One school administrator
One higher education teacher educator
Six lay public of whom two must be present or past school board members.

Thus, the board has 15 members, one of whom is a teacher educator. Teachers and administrators must be fully licensed and have five years teaching experience in Minnesota. Members are appointed by the governor based on nominations, presumably by organizations representing the constituencies of the board. Terms are four years and reappointment is permitted.

The executive director proposes the budget directly to the legislature. The request is based on predicted expenditures, and licensure fees are set at a level to produce the income needed for the budget. The executive director controls the budget and as a part of the executive branch is accountable to the governor. However, the executive director is appointed by the board.

Based on information collected by the task force, the autonomous standard board is well accepted and highly regarded within the state. The board follows a set of procedures which creates trust and enables participation by various professional constituencies and the lay public. The board widely publicizes the topics being considered for attention and schedules hearings to collect suggestions and reactions before policies are drafted and again later when drafts are available for review. The collaborative approach has been extremely effective in minimizing divisiveness within the state.

SCDEs have lost some autonomy in curriculum since the board was established but higher education people in the state do not find this oppressive and in fact see positive trade-offs which have resulted. They note also that board mandates are not stated in terms of specific courses and credit hours and institutions retain autonomy in terms of how new requirements are accommodated in their curricula. In general the reaction is that there are better standards now than there were prior to the establishment of the board.

In summary, the Minnesota Board of Teaching is highly regarded and maintains a high level of support from constituencies within the state.

THE COMMISSION ON PROFESSIONAL STANDARDS IN EDUCATION OF NEVADA

In Nevada, action was taken by the Nevada Legislature in its 1987 session. Specifically, Senate Bill No. 467 provided for a Commission on Professional Standards in Education (CPSE) creating it as a regulation and public policy for licensing teachers and other educational personnel and the procedures for the issuance and renewal of such licenses. It is also charged with the responsibility of adopting regulations governing competency testing for the initial licensing of teachers and other educational personnel, testing the ability to teach and knowledge of each specific subject to be taught.

In Nevada, CPSE does not have authority for program approval of college and university teacher education programs nor does it have authority for the revocation of teaching licenses. Authority in these areas is retained by the Nevada State Board of Education. The State Board also reviews and evaluates any and all actions taken by CPSE and has veto authority over actions that it deems a threat to the efficient operation of the public schools or ones that create an undue financial hardship for any teacher, administrator or other education person or school district. Thus the main powers of CPSE reside in setting licensure requirements, establishing competency examinations for initial licensees and fixing fees for licenses.

The Nevada CPSE did not become operational until its first meeting was held on October 22, 1987. Impetus for the legislation leading to its creation came largely from the Nevada Education Association working through its political lobbyists and action groups. The original legislation advocated by this group would have created a much more autonomous and independent CPSE somewhat similar to the TSPC in Oregon, but the support within the legislature for the original legislation was not forthcoming.

Composition of the Commission

The CPSE consists of nine members appointed by the Governor:

Four members of the commission must be teachers who teach in the classroom as follows:

One secondary school teacher
One middle school or junior high school teacher
One elementary school teacher
One special education teacher

The remaining members of the commission must include:

One counselor or psychologist employed by a school district.

Two administrators of schools, at least one of whom must be a principal of a school

The Dean of the College of Education at either of the universities in the University of Nevada System

One State Board of Education member

Lists of nominees are provided to the Governor by appropriate professional organizations in the case of the teachers, counselors and administrators. The commission may meet at least once a month. Staff for CPSE is provided by the Nevada Department of Education (NDE) which also provides a modest budget to CPSE for travel and operating expenses. This approximated $14,000 the first year. Actions of the CPSE are implemented through the NDE. The Office of the Attorney General also provides legal counsel to the CPSE at each of its meetings due to the fact that it operates under the rather stringent Nevada Open Meeting Law.

Technically, the CPSE reports to the Governor and the Legislature, but operates under the checks and balances of governance involving the State Board of Education. In general it prescribes regulations and sets policy in its defined domain. The execution and management of these is left to the NDE. CPSE does not have an Executive Director, but utilizes the Deputy Superintendent of Public Instruction of the Nevada Department of Education as its Executive Officer with the title of "Staff Liaison to Commission." This person reports to the Chief State School Officer of Nevada.

Recent Developments

Because CPSE has been in operation in a functional sense for less than two years, few changes involving teacher licensure have occurred. Enabling legislation allowing licensure reciprocity with other states has been requested of the Legislature. New licensure standards in computer education, English as a Second Language, and middle school education are under consideration, and revisions of standards on occupational education have been made. The validation of several National Teachers Examination tests of the Educational Testing Service has been authorized and is currently underway. Since it has no authority for setting or implementing program approval standards, the CPSE has not had an impact on teacher education programs in the state.

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Reports prepared by Dale Andersen, First President of CPSE.
Information for the report on Nevada was extracted from:
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Minutes of the meeting of CPSE for October 23, 1987

THE TEACHERS STANDARDS AND PRACTICES BOARD OF OREGON

Background

Leadership in the establishment of a professional standards board in the State of Oregon came initially from the Oregon State Department of Education especially reflecting the influence of Dr. Joy Hills-Gubser. Support was also provided by the State TEPS Commission with particular contributions being made by Dr. Paul Kambly of the University of Oregon, who drafted the language for the establishment of such a group and presented it to a legislative committee, and Dr. Bill Sampson of Southern Oregon State College. A commission was created in 1965.

The TEPS Commission of the Oregon Education Association was an important force in lobbying for a standard and practices board by expressing its desire to control, police and set standards in a fashion similar to what is done in the field of medicine. From 1965 to 1973 the Teacher Standards and Practices Commission (TSPC) was advisory to the Oregon State Board of Education. In 1973 the legislature transferred rule-making authority for teacher education, certification and discipline from the Board of Education to TSPC. TEPS advocated authority to be given to the TSPC to set teacher certification standards, to establish program approval standards and to impose disciplinary action. TSPC was formally established by legislative statute, under Chapter 342 of the Oregon Revised Statutes (ORS). Various aspects of teacher certification and related legislation is contained in ORS 342.203. At present the TSPC is defined and its authority detailed by Oregon Administrative Rules, Chapter 584, Divisions 1-52. Thus TSPC in Oregon became autonomous in 1973.

Composition of the Board

The TSPC consists of seventeen members appointed by the Governor, subject to confirmation by the Senate. The term of office of each member is three years. A member is eligible for reappointment but only for one additional term. Any member who changes employment and no longer meets the criteria for the position to which the member was appointed must vacate the TSPC position. The membership of TSPC consists of:

Four elementary teachers;
Four junior or senior high school teachers;
One elementary school administrator;
One junior or senior high school administrator;

One superintendent of city schools;
One county superintendent or a superintendent employed by an education service district board;
One member from the faculty of an approved private teacher education institution in Oregon;
One member from the faculty of a state institution of higher education;
One member who is also a member of a district school board; and
Two members of the general public.

Thus only two of the seventeen members of TSPC represent institutions of higher education and the largest proportion of representation lies with K-12 classroom teachers.

Turning to the budget, the TSPC is authorized a budget not to exceed the amount collected for the issuance of teacher certificates— initial, renewal and for out-of-state applicants—and any late fees imposed on applicants for renewal of certificates. These dedicated fees provide a self-sustaining budget of approximately $550,000 per year at the present time. A proposed budget is drawn up each biennium on estimated income by the Executive Secretary of TSPC and included in the budget requested presented by the Governor to the legislature. The legislature approves the Governor's budget which thus includes the TSPC request.

Actions of TSPC are implemented through Oregon Administrative Rules (OAR). The management prerogatives and limitations are detailed in OAR, Chapter 584. The TSPC reports to the Governor and the legislature primarily through its Chairperson and its Executive Secretary. When the legislature is not in session, communication is primarily with the Office of the Governor, the Legislature's Emergency Board and the Legislature's Interim Committee on Education. The Executive Director, who at the present time is Mr. Richard S. Jones, is appointed by the Commission, reports to it, and serves at its pleasure. Other than that TSPC operates without checks and balances.

In 1973 TSPC inherited from the Oregon Board of Education two different types of standards created for program approval of teacher preparation programs. The first was a set of "quality" standards similar in nature to NCATE standards and aimed at prescribing curricular and programmatic elements which aware required to be present. The other standards were "process" standards allowing the creation of a consortium of agencies including an institution of higher education, a school district or districts and the professional association. Early on the University of Oregon collaborated with OEA and a cluster of school districts in the vicinity of Eugene, Oregon in the establishment of such consortium. That consortium continues to this day. Similar consortia exist involving

involving other institutions of higher education such as Oregon State University/Western Oregon State College and Eastern Oregon State College. In reality, however, the curricular and programmatic standards have become the focus of the majority of attention during site visits relative to program approval.

Recent Developments

As with most teacher licensure systems, Oregon has continuously evaluated and modified its standards. Very recent changes in policies for teacher licensure have been designed and adopted that seek to incorporate evidence of pupil learning into initial licensure decisions (Schalock and Myton, 1988). In commenting on the changes that have occurred in Oregon under TSPC in the fifteen years that it has functioned, David Myton of the TSPC staff cities the following:

a) The infusion of field experiences (with an emphasis on practicum aspects) into the curriculum/programs that occur at the institution of higher education.
b) A heavier emphasis on application components and practitioner concerns in the development of teacher education programs.
c) The increased involvement of practitioners through consortia activities and thus a heavier involvement on practical aspects of the teaching/learning enterprise.
d) The implementation of quality screening mechanisms through the use of standardized tests and more clearly defined program evaluation criteria.
e) The decertification of teachers who are judged incompetent or who are judged on other grounds to be unfit for teaching.
f) A closer compatibility between curriculum elements and outcome variables which are measurable.
g) A movement towards evaluation of the product (graduates of the program) rather than a preoccupation with policing internal requirements and prescriptive curricular requirements.
h) A cleaning up of the misassignment of teachers as TSPC has sponsored legislation that has put "teeth" in misassignment reporting and authorizes TSPC to cause educational service districts or local school districts to forfeit basic school support funds if violated.

As might be expected, interviews with representatives of the institutions of higher education give a somewhat different picture as to what has been accomplished since TSPC came into being. College people acknowledge the reality of the authority vested in TSPC. College representatives feel there is much less emphasis placed on process standards at present and more on the NCATE-like curriculum/program stan-

dards. The representatives generally acknowledge that the TSPC has been given increased authority at the expense of the autonomy of the institution of higher education. Over time there have been periodic controversies between TSPC and the institutions of higher education in Oregon relative to the control, not only of teacher certification, but also of teacher education degree programs. An example which occurred a few years ago at the University of Oregon, was that the faculty of the College of Education developed a two-year counseling program designed to produce counselors for various agencies and institutions in addition to the K-12 system. TSPC would not approve the program as one which was acceptable for the preparation of school counselors because it required an excessive number of courses or credit hours.

In the recent past there have been two issues or controversies relative to teacher licensure which bear mentioning. First, recently the State Board of Higher Education mandated that all teacher education programs in state system institutions be converted to five-year programs. TSPC wrote program standards which appeared as Administrative Rules for purposes of program approval for these. In doing so there was included in the standards reference to credit toward master's degrees and more specifically a limit placed on the number of credits beyond the fifth year that could be required for completion of a master's degree. The colleges and universities objected, claiming that TSPC has authority and responsibility only in the domain of certification and licensure and that it cannot and should not dictate aspects of degree programs. This legal issue has been researched by the State Attorney General with no clear cut resolution. The issue was recently rendered moot when TSPC voted to remove this stipulation from the Administrative Rules.

A second issue evolved out of a specific case in one of the medium sized school districts of the state involving allegations of sexual harassment on the part of a principal. The local school district investigated and disposed of the case but OEA was dissatisfied with what they considered to be inadequate action and pressed TSPC to hear the case. TSPC did hear the case. It has authority to withdraw the license of the principal. Although this particular case has not been settled, this establishes a precedent in regard to TSPC involvement relative to cases involving allegations of sexual harassment. Thus TSPC in Oregon has positioned itself to impact education at all levels. It can reprimand individuals even to the point of withdrawing licenses. It can fine local school districts or educational service districts for non-compliance, i.e., hiring an unlicensed teacher, and it can shape the teacher education programs of the institution of higher education through the very real power it has in wielding the program approval standards that it sets.

In the State of Oregon it appears that the TSPC is not only autonomous but is not accountable to the Department of Education, the State Board of Education nor the Oregon Education Association. Control of its prerogatives appear only to imposed from the Governor and legislature.

An opinion expressed by several college people in interviews was that some check requiring more accountability should be placed on TSPC. Two professors stated that TSPC should be placed within the Oregon Department of Education. One concern expressed was that the site visitation teams involved in program approval are two levels removed from where the decisions affecting colleges are actually made since the site team reports are translated into recommendations to TSPC by the Executive Secretary rather than being delivered directly to TSPC. One college representative felt the visitation teams should take a more direct role in recommending improvements in programs rather than just imposing standards. Most college people acknowledged that TSPC has had a positive impact on the K-12 system and that teaching and programs in the common schools have been improved because of the work of TSPC. Most also acknowledged that teacher education programs are stronger than they were fifteen years ago partly because of TSPC.

When asked to offer advice to the Deans of ACSESULGC/APC who may be in states where Standards Boards are imminent or are likely to be established soon, the following suggestions were made:

a) Be proactive and become involved in developing a plan for a Standards Board and in drafting the necessary legislation if that is the method by which it is to be created.

b) If the creation of a Standards Board is inevitable, be cooperative and commit time, effort and energy to the creation, implementation and success of the Standards Board; practice diplomacy.

c) Insist on clear differentiation of spheres of authority between licensure and degrees.

d) Strive to create checks and balances among the State Board of Education, the State Department of Education, the Higher Education Board and the Standards Board; none should be given unbridled power.

e) Insist on involvement in the selection and periodic evaluation of the Executive Director of the Standards Board if there is to be one. This is a key person and the philosophy and operation of the Standards Board will be influenced greatly by this individual.

f) Be openminded to the notion of consortia involving local school districts and professional associations. Where they are present,

they have worked well in Oregon and can be a pleasant balance to rigid, bureaucratically efficient, prescriptive program standards.

g) Work hard to secure representation on the Standards Board. In Oregon only two of the seventeen members are from colleges and universities. This is inadequate and is proportional. Strive for balance in prepresentation on the Standards Board.

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Data on the autonomous Standard Board in Oregon for this report was collected through personal interviews with the following people:

Richard S. Jones, Executive Secretary, Teacher Standards and Practices Commission, Salem, OR.

David V. Myton, Coordinator of Teacher Education, TSPC, Salem, OR.

Robert D. Barr, Dean, COE, Oregon State University/Western Oregon State College, Corvallis, OR.

Jens Robinson, Dean, COE, Eastern Oregon State College, LaGrande, OR.

Robert D. Gilberts, Dean, COE, University of Oregon, Eugene, OR.

Joanne (Jodi) Engel, Dean, COE Willamette University, Salem, OR.

Ken Myers, Associate Dean of Education, OSU/WOSC, Monmouth, OR.

Vern Duncan, Chief State School Officer, State of Oregon, Salem, OR.

Joyce Reinke, Oregon State Department of Education (Liaison of TSPC) Salem, OR.

Information for the report on Oregon was also extracted from the following documents:

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Chapter 584, Division 1-52 of the Oregon Administrative Rules (1988)

Engrossed House Bill 2020, 64th Oregon Legislative Assembly (1987)

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"Handbook for Commissioners," TSPC (January, 1988).

ASSOCIATION OF COLLEGES AND SCHOOLS OF EDUCATION IN STATE UNIVERSITIES AND LAND GRANT COLLEGES
and Affiliated Private Universities

PREAMBLE

WE, the members of the Association of Colleges and Schools of Education in State Universities and Land Grant Colleges and Affiliated Private Universities (ACSESULGC/APU), believe our institutional responsibilities rest on four premises:

A. Equitable access to high quality education is the cornerstone of a just society;
B. The survival of a free society depends on the effectiveness of its educational system;
C. Education is essential to the enhancement of the human condition; and
D. The educational professional requires the development of effective partnerships with those we serve.

Accordingly, ACSESULGC/APC commits itself to:

1. High standards of student selection and professional preparation;
2. The conduct of inquiry and scholarship on learning, teaching, education, and related areas;
3. The improvement of instruction in professional education programs;
4. Enhancement of institutional capacity for such research and dissemination;
5. The application of the results of scholarship in all professional preparation and service programs; and
6. The improvement of education through efforts to influence policy and develop collaborative relationships with others.

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